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CO-ORDINATION AND HORIZONTAL CO-OPERATION IN
PLANNING IN THE 1980s

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SYSTEM OF CO-OPERATION AND CO-ORDINATION AMONG
PLANNING BODIES OF LATIN AMERICA

Set up at the First Conference of Ministers and Heads of Planning of Latin America, held in
Caracas, Venezuela from 13-16 April 1977 and endorsed by resolution 371 (XVII)
adopted at the seventeenth session of the Economic Commission for
Latin America (CEPAL), held in Guatemala City
from 25 April - 5 May 1977

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1. CO-OPERATION IN PLANNING

A. BACKGROUND INFORMATION

The past decade was one in which the concept and scope of international co-operation changed substantially. Under the impetus of the developing countries, the various international forums on co-operation and particularly the United Nations became aware of the growing dissatisfaction of most of mankind with regard to the traditional modes of technical assistance in terms of its levels, modalities and manner of operation.

While calling for a new international economic order which would make it possible to surmount the serious existing inequalities, the developing world embarked upon a veritable crusade to redefine the concept of international co-operation in terms of its own interests. The Latin American and Caribbean countries were, from the first, immersed in this action as shown by the creation of new formulas of regional economic co-operation and the impulse given to the existing subregional economic integration schemes.

At the same time, throughout the decade the countries of the region established and strengthened national mechanisms for the programming and promotion of international technical co-operation, linking them to the planning of national development and to the achievement of the objectives contained in their development plans. In this effort they enjoyed the co-operation of the United Nations, particularly the United Nations Development Programme (UNDP) and the Economic Commission for Latin America (CEPAL).

/The new

The new concepts of international co-operation for development were gradually gaining acceptance in the region at a time when government leaders and experts were holding an increasing number of meetings to debate the role of international co-operation under the new development models which were being proposed as solutions to the problems out of the crisis of the old international economic order. The result was the strengthening of technical co-operation among developing countries as a new dimension of international co-operation for development and as a means of achieving the national and collective self-reliance of the developing countries on the basis of their own resources and mutual solidarity.

The United Nations Conference on Technical Co-operation among Developing Countries and the Buenos Aires Plan of Action marked the crystallization of a process which united the developing countries during the decade in a conscious and deliberate effort to seek new ways of furthering their economic and social development by stressing mutual co-operation.

INSTITUTIONALIZATION OF THE SYSTEM OF CO-OPERATION AND CO-ORDINATION AMONG PLANNING BODIES OF LATIN AMERICA AND THE CARIBBEAN

At the sixteenth session of CEPAL, the governments adopted resolution 351 (XVI) in which it was specified that the Latin American Institute of Economic and Social Planning (ILPES) should co-operate in the exchange of experience and research results on global, sectoral and regional planning between the planning bodies of member countries so as to promote collaboration among them. This directive of the governments was reflected in an intensification of the activities involving co-operation among the planning bodies of the region, and the ILPES Technical Subcommittee established, at the unanimous request of its members, the importance and desirability of convening, as soon as possible, a meeting of Ministers and Heads of Planning

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and of making it a permanent form in which the region's planners could examine the evolution, achievements and problems of planning in the various countries in the region.

This proposal was put into practice with the holding of the first Conference of Ministers and Heads of Planning of Latin America and the Caribbean which took place at Caracas, Venezuela, from 13 to 16 April 1977. This Conference became a meeting place for those responsible for planning in the region, where they could exchange experience on selected topics and give impetus to regional co-operation with a view to achieving more dynamic and integral economic and social development. For four days the Latin American and Caribbean planners carried on an extensive and fruitful debate on the topics of "Growth, control of inflation and policies in response to the world crisis; "Medium- and short-term policies for the utilization of extraordinary balance-of-payments resources"; experiences in social development" and "experiences in regional and urban development".

Pursuant to the aim of encouraging regional co-operation in planning, the Ministers and Heads of Planning of Latin America and the Caribbean agreed to set up a system of co-operation and co-ordination among planning bodies of Latin America and the Caribbean with the following main objectives:

- (a) to serve as a forum for the planning bodies of the member countries;
- (b) to achieve greater mutual knowledge and closer links among them; (c) to promote and carry out exchanges of national experience in economic and social planning and (d) to establish ways of implementing joint action to promote, through planning, suitable machinery in order to strengthen co-operation among the countries of the region.

To meet these objectives adequately, the Co-operation and Co-ordination System was assigned the following functions: (a) to promote the exchange of development experience, plans, programmes and projects, legislation and organization for planning and, in general, disseminate the work produced by the planning bodies of interest to the System; (b) to carry out a continuous

analysis of progress in planning and the obstacles to it; (c) to promote joint programming efforts at the regional, subregional and country-group level so as to strengthen the Latin American integration process; (d) to identify joint action which might be incorporated in national development plans and programmes to the benefit of the region as a whole or groups of countries, with a view to strengthening regional integration and co-operation; (e) to promote the exchange of technical experts among planning bodies and the implementation of joint projects among countries, and (f) to promote the exchange of information and joint action with other bodies of the region connected with planning and development.

The first Conference of Ministers and Heads of Planning agreed to institutionalize the Conference, which, as of the Caracas meeting, became the supreme decision-making organ of the System. The first Conference also recommended that ILPES act as the technical secretariat of the annual sessions of the Conference of Ministers.

The agreements reached at Caracas marked the initial stage in the establishment of the System of Co-operation and Co-ordination among Planning Bodies of Latin America and the Caribbean, in that they supported and strengthened the activities which the countries and ILPES had been carrying out in this sphere.

/Second Conference

Second Conference of Ministers and Heads of Planning of Latin America and the Caribbean (Lima, 15-18 November 1978)

The Second Conference of Ministers and Heads of Planning marked the consolidation of the System of Co-operation and Co-ordination among Planning Bodies and demonstrated the value of this instrument in promoting mutual knowledge and co-operation in the region.

The Lima meeting discussed the topics of "National experiences in planning"; "Planning linkage at long, medium and short term"; "Integration of social aspects in planning" and "Planning and international economic conjunctural term".

On the occasion of the Lima Conference, the Technical Committee of ILPES met and adopted, inter alia, an important recommendation encouraging horizontal co-operation among the countries of the region in order to achieve better and greater utilization of available regional resources for planning and to ensure that the ILPES programmes proper might utilize the direct experience of Latin American and Caribbean planners, making possible the exchange of experiences for the benefit of the interested countries.

Finally, the Ministers adopted the "Resolutions of Lima", which confirm the importance of the Co-operation and Co-ordination System, strengthen the machinery established for the exchange of experience and orient the future development of ILPES activities.

The "Resolutions of Lima" consolidated the efforts made by the countries and by ILPES in connexion with co-operation, confirming the forecast that planning will become a catalyst so that countries may use and share their capacities for accelerating their national development and that of the region as a whole.

/Third Conference

Third Conference of Ministers and Heads of Planning
of Latin America and the Caribbean

(Guatemala City, Guatemala, 26 to 29 November 1980)

At the Lima meeting, the Ministers of Planning agreed to designate Guatemala City as the site of the Third Conference. Later on (on 14 and 15 February 1980) the fourth meeting of the Technical Subcommittee of the Latin American Institute for Economic and Social Planning (ILPES) was held in Santiago, Chile. At that meeting, the member countries (Panama, Ecuador, Argentina, Venezuela, Mexico and Brazil) studied the preparations for and the agenda and organization of the Conference to be held in Guatemala. They confirmed their wish that ILPES should prepare a central document containing an evaluation of "The present state of planning in Latin America and the Caribbean". Moreover, ILPES, in its capacity as technical secretariat undertook to prepare basic documents to guide the deliberations on the topics "development planning and science and technology" and "regional development planning in Latin America". Similarly, it was agreed to request all the countries in the region to submit documents on the three topics mentioned above with a view to pooling national experience and to holding a fruitful exchange of experiences and ideas. On the occasion of the thirteenth meeting of the Inter-American Planning Association (SIAP), held at Caracas from 26 to 31 October 1980, the Minister of Planning of Venezuela asked ILPES for its support and invited it to present a preview of the document "Present state of planning in Latin America and the Caribbean", scheduled to be officially discussed and considered at the meeting in Guatemala. Finally, on the basis of the documentation prepared by ILPES

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for Guatemala, the secretariat of SIECA decided to convene a special meeting of the Ministers of Planning of Central America and Panama on 6 and 7 November in Panama City for the purpose of considering the documents referred to in the agenda and agreeing on recommendations and suggestions to be debated at the technical and ministerial meetings of the Conference in Guatemala.

The activities described above clearly show the need to continue strengthening the main objectives of the System of Co-operation and Co-ordination for planning in the region. The list of activities shows that significant progress has been made in achieving greater knowledge and a closer relationship among the planners, in promoting and carrying out the exchange of national experience in economic and social planning and in establishing approaches to joint action. At bottom, these postulates constitute the basic objectives of the Co-operation and Co-ordination System, which is bound to be encouraged and strengthened by the deliberations taking place at the Guatemala meeting and the conclusions reached in it.

The recommendations adopted by the Ministers and Heads of Planning in Guatemala consist basically in the following: policy lines on the three topics of the Conference; research priorities; suggestions on the ILPES programme of work and finally an appeal to strengthen co-operation in planning by carrying out concrete action and programmes.

Subregional meetings of planners

In the agreements reached at the first Conference of Ministers and Heads of Planning of Latin America and the Caribbean, which gave rise to the System of Co-operation and Co-ordination among Planning Bodies, it was expressly stated that one of the most essential functions of the System is to promote "joint programming efforts at the regional, subregional and country-group levels so as to strengthen the Latin American integration process"

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By the same token, with regard to the bodies making up the System, the Ministers invited subregional groups and subsystems "which group Planning Ministries and Offices" to join it "for the purposes of co-operation and consultation...".

Moreover, at the seventeenth session of CEPAL, held in Guatemala in 1977, the Governments adopted resolution 371 (XVII) which notes with satisfaction the existence of subregional machinery for bringing together those in charge of planning in the Andean area, Central America and Panama and that recently initiated within the framework of the Caribbean Development and Co-operation Committee."

These government mandates led to the action taken by ILPES in the subregional context and particularly at the level of the subregional machinery mentioned in CEPAL resolution 371 (XVII).

Subsequently, in the "Resolutions of Lima", it was agreed to pay special attention in planning to "the possibilities offered by the processes of regional and subregional integration in order to base development increasingly on our capacity for individual and joint efforts, a recommendation which very much strengthens the subregional activities of the Co-operation and Co-ordination System, even with regard to those mechanisms which existed prior to the establishment of the System and which therefore operate on their own initiative.

In the light of this background information, let us now examine the work of the main meetings of planners at the subregional level.

Meetings of Planning Officials of the Caribbean

During the second session of the Caribbean Development and Co-operation Committee held in the Dominican Republic in March 1977, machinery was established for bringing together planning officials in the Caribbean countries

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with the following responsibilities: to analyse on a continuous basis the progress, problems and outlooks of planning in the Caribbean countries; to exchange experience on substantive and technical aspects of planning, and to identify common action to be incorporated into development plans, programmes and projects to help groups of countries or the region as a whole to promote co-operation and integration in the Caribbean.

The governments decided that CEPAL, assisted by ILPES, would be responsible for the tasks of the technical secretariat.

These preparations having been made, the first Meeting of Planning Officials in the Caribbean met at Havana, Cuba, between 25 and 31 January 1979. At this meeting statements were made by the representatives of the member countries concerning their own experiences in planning, and consideration was given to various specific topics relating to planning.

With regard to co-operation in planning, the experts reaffirmed the importance of Caribbean co-operation in respect of planning, thereby confirming the usefulness of this kind of meeting. The Caribbean experts also took note of the "Resolutions of Lima" and decided to establish close relations with the System for Co-operation and Co-ordination among Planning Bodies of Latin America and the Caribbean. Finally, the Meeting of Planning Officials in the Caribbean considered the question of whether or not to provide for common action in specific areas of planning and agreed to pay special attention to the definition of joint action in the economic, social and cultural fields which might be incorporated into governmental plans and programmes for the purpose of facilitating the process of co-operation and integration in the Caribbean subregion.

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In this way and with the consent of the Meeting, the Meeting of Planning Officials in the Caribbean was institutionalized.

It is important to point out that the fourth meeting of the Caribbean Development and Co-operation Committee, held in Suriname from 21 to 27 March 1979, noted with satisfaction the results of the first meeting of Planning Officials in the Caribbean and endorsed a minimum work programme in the field of planning for the countries members of CDCC which had been submitted by CEPAL and ILPES. This minimum work programme in the full of planning provided that practical action should be taken in respect of horizontal co-operation among the Caribbean planning agencies in order to obtain use of the resources available and to achieve the objectives proposed in the development plans.

The minimum work programme was approved by the meeting and was of great value to the Caribbean countries in drawing up practical programmes for action involving horizontal co-operation in specific areas considered in their development plans.

The second Meeting of Planning Officials in the Caribbean was held at Kingston, Jamaica, between 29 May and 2 June 1980. At that meeting consideration was given to the general state of planning in the Caribbean on the basis of a survey carried out by the CEPAL office for the Caribbean and of contributions made by the participating delegations. In addition, aspects of planning in specific sectors were examined on the basis of documents prepared by the countries and by the secretariat of the Conference.

The Meeting decided to set up "working groups" to promote co-operation in specific sectors within the framework of the Plan of Operation of the Caribbean Development and Co-operation Committee, those sectors including agriculture, energy, physical and regional planning, transportation, manpower and the methodology of planning.

/The Working

The "Working Groups" constitute a new approach to the effort to spur on co-operation in the subregion with regard to specific fields of action and are made up of officials and experts from governments, universities and regional and multilateral organizations. The "Working Groups" will also act in co-ordination with the secretariat of the Caribbean Development and Co-operation Committee and will enjoy the full support of ILPES.

The establishment of the "Working Groups" has done a great deal to strengthen co-operation in planning in the Caribbean in that they are linked with the System of Co-operation and Co-ordination among Planning Organs of Latin America and the Caribbean.

Planning Council of the Andean Group

Article 26 of the Cartagena Agreement, which gave rise to the Andean Group, provides for the co-ordination of the development plans of its member countries (Bolivia, Colombia, Ecuador, Peru and Venezuela) and the harmonization of their economic and social policies with a view to achieving a joint planning régime for the integrated development of the subregion. Decision 22 taken in December 1970 created the Planning Council of the Andean Group, whose main function is to co-ordinate development plans and strategies and to harmonize the methods and techniques used in planning.

The Planning Council of the Andean Group is made up of high-level representatives of national institutions responsible for formulating and implementing the development plans, and its task, in broad terms, is to work with the Board of the Agreement in formulating proposals for the harmonization and co-ordination of plans and policies and ensuring the appropriate implementation of relevant decisions which are adopted under the Agreement.

/The functions

The functions assigned to it give the Planning Council an important role in the field of co-operation and co-ordination among the planning organs of the Andean subregion.

The Council has held four meetings since its establishment; the first in 1972, the second and third in 1977, and the fourth, from 5 to 8 May 1980, at Quito, Ecuador. The central objective of this most recent meeting was to consider proposals relating to the formulation of "the general guidelines for the process of Andean integration up to 1990", in the context of the work being carried out by the Andean countries to define a subregional development strategy.

One of the distinguishing features of the fourth meeting of the Planning Council of the Andean Group was the adoption of a resolution calling on the member countries to participate in a special meeting to consider the possibility of formalizing an Andean subsystem for horizontal co-operation in planning, which would be closely linked with the System of Co-operation and Co-ordination among Planning Bodies of Latin America and the Caribbean. This meeting is scheduled for the second half of 1980 at the headquarters of the Board of the Cartagena Agreement in Lima.

In addition to attending meetings of the Planning Council of the Andean Group, the ministers and heads of planning of the member countries of the Cartagena Agreement meet when necessary to consider matters related to the planning and co-ordination of subregional policies. The most recent meeting of the political leaders engaged in planning in the Andean Group was held at Quito from 3 to 10 May 1980.

Meeting of planners of Central America and Panama

The Central American subregion has a strong traditional involvement with integration, as reflected in the General Treaty on Central American Economic Integration, under which SIECA was created. In November 1977, the

/Planning Ministers

Planning Ministers and Secretaries of Guatemala, El Salvador, Honduras, Nicaragua, Costa Rica and Panama met at San José, Costa Rica, and agreed to institutionalize the Meeting of Planning Bodies of Central America and Panama for the purpose of facilitating the exchange of information and experience in planning among the countries of the region and enlarging horizontal co-operation among them.

In addition, the Ministers and Secretaries of Planning of Central America and Panama decided to conduct joint research; to participate actively in the identification, preparation and promotion of development projects of joint interest; to facilitate the co-ordination of development policies within the framework of Central American economic integration; to examine the main projects involving international technical co-operation of a regional nature aimed at strengthening inter-country co-operation both at the level of the Central American isthmus and within the framework of Central American economic integration, and to establish common positions in preparation for the meeting of Ministers of Planning of Latin America.

The Central American planners have met regularly within the framework of SIECA, the most recent meeting having been held at Guatemala City on 10 August 1979 with the objective of co-ordinating the position to be taken by the member countries of the subregion at the United Nations Conference on Science and Technology for Development, which was held at Vienna that year. Also at that meeting, the view was expressed that the Meeting of Ministers and Secretaries of Planning of Central America should form part of the legal and institutional structure of the process of Central American integration and it was recommended that the secretariat of SIECA, in consultation with the national planning organs of the subregion, should formulate a definition of the nature, organization, functions and legal and institutional status of the Meeting of Ministers and Secretaries of Planning of Central America.

/The vitalization

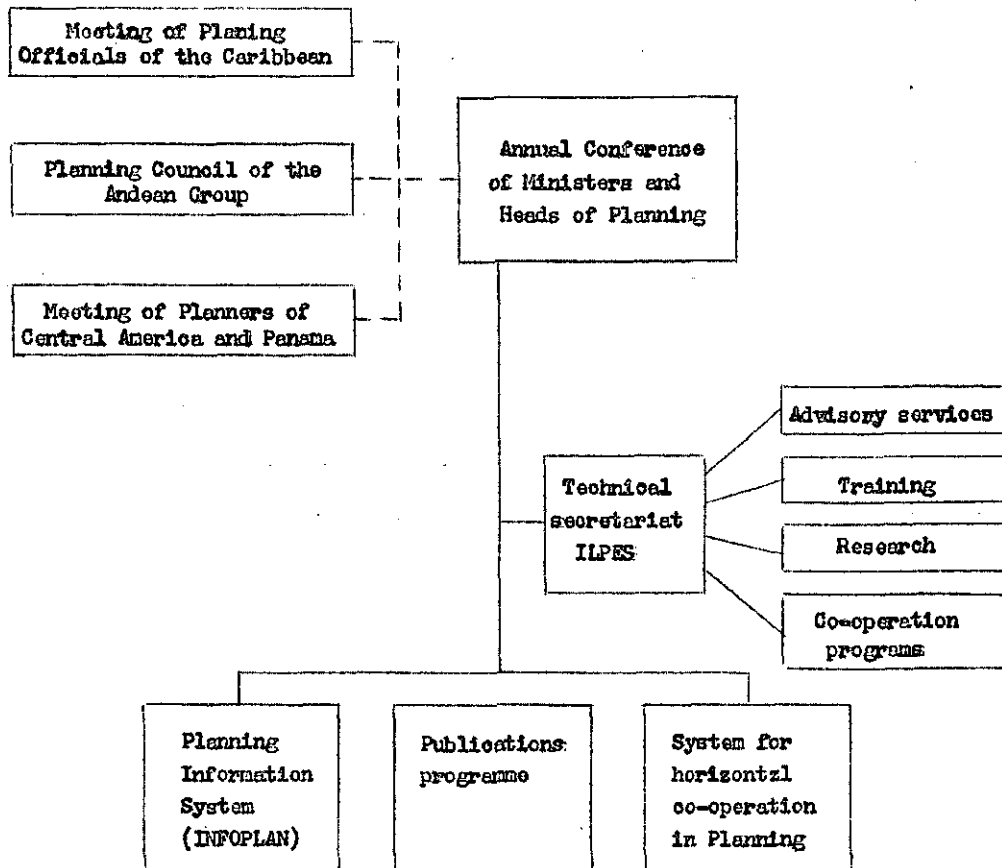
The vitalization of the subregional machinery for co-operation in planning will be of great importance for the overall operation of the System of Co-operation and Co-ordination in Planning at the regional level.

PRESENT TASKS OF THE CO-OPERATION AND CO-ORDINATION SYSTEM

The establishment of the System of Co-operation and Co-ordination among Planning Bodies of Latin America and the Caribbean and subsequent mandates issued by the governments of the region have made it possible to design a comprehensive scheme for co-operation in planning, which, through the articulated operation of a number of mechanisms, will make it possible to strengthen and interrelate all the various levels and modalities of all action aimed at co-operation in planning. This broad approach to co-operation in planning has been worked out at the various meetings of the co-operation system and has also enjoyed the support of officials in the planning organs of the countries and of specialized consultants.

The key idea behind this arrangement is that all action aimed at co-operation in development planning should be interrelated and should comprise the System of Co-operation and Co-ordination among the Planning Bodies of Latin America and the Caribbean, of which the annual Conference of Ministers and Heads of Planning is the supreme organ and the organ responsible for decision-making (see chart). The annual Conference is attended by all those politically responsible for the planning organs of the region and maintains ties of co-ordination with the various subregional meetings of planners, including the Meeting of Planning Officials of the Caribbean, the Planning Council of the Andean Group and the Meeting of Planners of Central America and Panama.

CO-OPERATION AND CO-ORDINATION AMONG PLANNING BODIES
OF LATIN AMERICA AND THE CARIBBEAN



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ILPES, with its advisory, training, research and co-operation programmes, acts as the technical secretariat of the Co-operation System. The activities performed by ILPES in the field of co-operation in planning have been described above. However, it should be pointed out that ILPES, as mandated by the Governments and in its capacity of technical secretariat of the Co-operation System, has strengthened its internal structure to give impetus to practical action related to co-operation in planning, for which it has established a special programme.

Special mechanisms operating directly under the Co-operation and Co-ordination System include the Planning Information System (INFOPLAN), the Publications Programme, the System for Horizontal Co-operation in Planning and the Programme on Co-operation with other Regions. These mechanisms are now at various levels of implementation, and there follows a review of the most important tasks they undertake within the framework of the System of Co-operation and Co-ordination among Planning Bodies.

/Planning Information

Planning Information System (INFOPLAN)

As mandated by the governments, CEPAL, ILPES and CLADES, with substantial financial support from the International Development Research Centre (IDRC) of Canada are developing INFOPLAN for the purpose of promoting and facilitating co-operation among the national planning bodies of the region by obtaining, processing and disseminating information and documentation produced by the planning offices, as a means of promoting co-operation and mutual understanding.

INFOPLAN has been designed to take into account the mandates and recommendations of the Conferences of Ministers and Heads of Planning and the resolutions adopted by the Technical Committee of ILPES and the CEPAL sessions.

Publications Programme

The Publications Programme of the System of Co-operation and Co-ordination among Planning Bodies has become the basic facility for making the findings of experiments, research and studies and information concerning the operation of the System itself available to the planning bodies.

The Publications Programme was initiated with the publication of Notas e Informaciones and the Planning Bulletin. The first issue of the Bulletin, which is published in Spanish and English, appeared during the final quarter of 1977. To date, ten issues have been published in Spanish and four in English. The Planning Bulletin is the main instrument for publicizing the substantive activities performed under the Co-operation System and has been well received by Latin American planners.

/Research into

Research into the state of planning in Latin America and the Caribbean

As mandated by the Conferences of Ministers held at Caracas and Lima, and pursuant to the resolutions adopted by the Technical Committee of ILPES, in 1979 the Institute embarked on work to set up a permanent research programme on the state of planning in Latin America and the Caribbean, the findings of which will be submitted to the Conference of Ministers periodically.

The first Conference of Ministers and Heads of Planning agreed that one of the most important functions of the System of Co-operation and Co-ordination among Planning Bodies was to "carry out a continuous analysis of progress made in planning and the obstacles to it".

Moreover, in Resolution 397 (XVIII) adopted by CEPAL at its eighteenth session, the Executive Secretary was requested to ensure that the work programme of ILPES included assignment of special priority to studies on "the situation and evolution of planning with a review of the progress made and the obstacles encountered with a view to facilitating the formulation of lines of action aimed at the improvement of planning as a basic instrument for raising the levels of development of the countries of the region".

Ongoing research into the state of planning is an activity conducted jointly by the planning bodies which are members of the System of Co-operation and Co-ordination in Planning in Latin America and the Caribbean and by ILPES - the technical secretariat of that System - and will ensure a systematic and up-to-date understanding of planning in the region, which is indispensable if higher levels of economic and social development are to be reached. Research will also make it possible for the governments and ILPES to determine those areas in which co-operation

/will be

will be effected, at the level either of each country or of the region as a whole, since this is an essential function of the system.

Activities involving co-operation among planning bodies

The degree to which most of the planning bodies in the region have evolved and the high level of specialization in specific subjects reached by some of them has made it possible gradually to develop activities furthering mutual co-operation, which seem to have been gained somewhat greater emphasis in recent years.

Today a larger number of institutions are in contact with each other and more Latin American planners are directly acquainted, which has undoubtedly contributed to the increase in the exchange of experience. Thus, a number of activities have been co-ordinated among various planning bodies of the region, which have co-operated with each other in various ways, including the exchange of staff, publications, training programmes and the like. Although this form of horizontal co-operation is just beginning, it is becoming one of the biggest potential means of technical assistance for the countries of the region.

In addition, some of the activities included in the ILPES programmes of work have been participated indirectly by officials of planning bodies, as proposed at meetings of the various organs of the co-operation system.

2. SYSTEM FOR HORIZONTAL CO-OPERATION IN PLANNING:
INSTITUTIONALIZATION AND OPERATION

There can be no doubt that significant progress has been made in co-operation in planning in Latin America and the Caribbean in respect both of the formalization of a broad institutional scheme for co-operation and of the "political will" which prompts governments to promote practical action with regard to co-operation.

/In spite

In spite of the progress made, however, there are a number of factors which have prevented horizontal co-operation among the planning bodies in the region from being carried out more actively and effectively. In this respect, attention should be drawn to the dearth of organic machinery for systematizing action in the realm of horizontal co-operation in planning as to constitute a formal system of horizontal co-operation within the broader framework of the System of Co-operation and Co-ordination among Planning Bodies of Latin America and the Caribbean.

The progress made in the region and in the developing work with regard to technical co-operation and the more recent advances in co-operation in planning make it possible to envisage a preliminary proposal for the establishment of the system of horizontal co-operation among planning bodies in the region.

A. CONCEPTION OF THE HORIZONTAL CO-OPERATION SYSTEM

The activities of a system of horizontal co-operation among planning bodies of Latin America and the Caribbean must be envisaged within the context of the progress made by the region in promoting technical co-operation among developing countries (TCDC) and, more concretely, in the light of the Buenos Aires Plan of Action and the resolutions adopted at the United Nations Conference on Technical Co-operation among Developing Countries (Buenos Aires, 30 August to 12 September 1978). This assumes, first and foremost, that horizontal co-operation in planning must be viewed within a global perspective and integrated with co-operation in other fields of economic and social development "as a new dimension of international co-operation for development".

/Horizontal co-operation

Horizontal co-operation in planning is based on the recognition that although planning in the region has developed a great deal, it has developed unevenly. In the course of the past decade, the planning organs have risen well above their initial apprentice level in their technical and managerial capacity, making it possible for the human resources involved to become highly specialized in the various fields of economic and social development on the basis of the variety and wealth of national experience.

Nevertheless, inter-agency support and the direct exchange of experience among national planning organs are still limited, although it is clear that some progress has been made. In these conditions, the goal of horizontal co-operation in planning is for planning bodies to join forces so that each country may use its positive developments and experiences to benefit other countries in such a way as to generate mutual supply and demand leading to a harmonious and selective complementarity.

The system of horizontal co-operation in planning operates on the basis of the explicit recognition that co-operation is directed mainly by and at the planning bodies of Latin America and the Caribbean. This promotes an egalitarian relationship in co-operation and the exchange of experiences, doing away with the traditional forms of co-operation and attitudes to it.

Horizontal co-operation presupposes a joint effort (i.e. a direct approach to the exchange of experiences) to resolve specific problems and contribute to a more effective global system of co-operation.

In the light of what has been said in the paragraphs above, "horizontal co-operation in planning" will be used to mean all the activities involving the use of the planning organs in the region of

different ways and means of supporting, or being supported by, each other in working together to solve specific problems or in exchanging knowledge and/or experience. All these activities should be contained within formal operating mechanisms; i.e., they should be performed within a system of horizontal co-operation among planning bodies.

It follows from the above that horizontal co-operation in planning does not consist merely in the exchange of experts or specialists but includes other forms of co-operation or relationships, such as the exchange of knowledge and experience; joint research; the integration of development activities; joint planning, and finally, the establishment of new forms of co-operation and complementation of planning efforts.

B. OPERATION OF THE SYSTEM

Horizontal co-operation is certainly not easily and automatically applied; it requires the establishment of certain links between the co-operating organs for its full realization.

It should be noted that the system of horizontal co-operation in planning must operate within the context of the System of Co-operation and Co-ordination among Planning Bodies of Latin America and the Caribbean set up at the first Conference of Ministers and Heads of Planning at Caracas, Venezuela, in April 1977. The Co-operation and Co-ordination System involves the operation of a number of mechanisms, which must support each other if their action is to be effective and broad in scope. For example, the operation of a system of horizontal co-operation in planning will require the operation, on a regular basis, of the Planning Information System (INFOPLAN) described above. Thus, the horizontal co-operation system cannot be viewed in isolation but must be

/considered to

considered to be integrated with the other mechanisms whose objective it shares and whose operation it complements.

In summary, the operation of the horizontal co-operation system requires the adoption of machinery which will make it possible to:

(a) Find, record and keep permanently up-to-date information pertaining to requirements and availabilities with regard to co-operation among the planning bodies and data concerning the technical potential of the region;

(b) Give practical expression to horizontal co-operation by putting the co-operating planning organs in touch with each other, thereby establishing a link between supply and demand with regard to co-operation;

(c) Finance action involving co-operation by allocating additional resources to insufficiently endowed activities, especially in the relatively less developed countries;

(d) Evaluate co-operation activities in the light of the overall requirements of the system and the mandates given by the countries;

(e) Keep the countries constantly informed of the operation of the system, reporting on the activities underway and the progress made.

The institutionalization of the system of horizontal co-operation in planning should be based on the progress already made by countries in respect of TCDC and on the establishment of the other mechanisms making up the System of Co-operation and Co-ordination among Planning Bodies. It is also important to consider the support which CEPAL and ILPES might provide as they carry out their training, advisory and research activities in the field of planning and the contribution which ILPES could make in its capacity as technical secretariat of the co-operation and co-ordination system.

C. PROSPECTS FOR CO-OPERATION IN PLANNING

Planning will continue to play a leading role in the 1980s as the main tool for the development of the Latin American and Caribbean countries, irrespective of the concept of and approach to planning held by each individual country.

In this context, it is especially important to make a few preliminary observations concerning the outlook for co-operation in planning over the next few years. In the first place, the conceptual attitude of the Latin American countries to international co-operation has evolved substantially, and both the countries and the specialized agencies have initiated concrete action in respect of co-operation so as to put existing concepts and formulations into practice. An example of this is the gradual initiation of the System of Co-operation and Co-ordination among Planning Bodies of Latin America and the Caribbean. Its consolidation and the full operation of the mechanisms in it, which have been described earlier, will be one of the biggest achievements in co-operation in planning in the next few years.

An indispensable requirement for the full operation of the Co-operation System will be the increasing participation in it of the planning bodies of the countries concerned, combining co-operation and the exchange of knowledge and experience in specific subjects. It will be equally important to establish mechanisms for ensuring the financing which is essential for the operation of the Co-operation System without entailing heavy cost for the countries. To this end it will be necessary to expand the study on the Fund for Horizontal Co-operation in Planning, in whose establishment parts will be played by the countries, the organizations of the United Nations System, the international development

/bank system,

bank system, and the bilateral and multilateral international technical co-operation resources obtained for this purpose.

Within perspective of co-operation in planning, it is of basic importance to consider the contribution such co-operation can make to the processes of integration underway in Latin America and the Caribbean. The different subregional meetings of planners, at both the technical and ministerial level, have stressed the importance of joint planning by groups of countries, and various efforts are now underway to define development strategies of subregional scope. Co-operation in planning must play an important role in attempts at integration during the 1980s, so as to consolidate the subregional subsystems for co-operation in planning and to tie their operations into the Co-operation and Co-ordination System at the regional level and strengthen the abilities of countries to participate successfully in the various integration schemes. It will make an equally important contribution to the definition of an approach to the combined planning of groups of countries and the formulation of subregional development strategies.

In seeking to consolidate the institutional arrangements at the regional and subregional level, the countries will have to strengthen their planning organs to enable them to participate actively in the tasks assigned to the System, by establishing or strengthening special units for horizontal co-operation in planning. They will also have to define a set of internal procedures to determine the areas in which they can offer co-operation in planning and the areas in which they wish to leave it, this being an indispensable requirement for putting the action envisaged into practice.

/Inter-regional

Interregional co-operation is another field where much can be done in the next few years. The foundations have been laid for action in interregional co-operation in planning, and links are actually being forged with the United Nations Economic Commissions for Africa and Asia and with the planning organs in those regions, which will make it possible to define approaches to be taken in the future to initiate action relating to co-operation between Africa, Asia and Latin America and the Caribbean. This is bound to be one of the most promising areas for co-operation in the years to come, and the Co-operation and Co-ordination System must not fail to take part in it.

In short, there is reason to hope that in the next few years the political will of the countries of the region will be reflected in the consolidation of a comprehensive system of co-operation in planning which will permit increasing co-operation in the implementation of national development models.